

Message Text

CONFIDENTIAL

PAGE 01 BONN 02939 01 OF 02 221752Z

47

ACTION EUR-25

INFO OCT-01 ISO-00 EURE-00 SSO-00 NSCE-00 INRE-00 USIE-00

CIAE-00 DODE-00 PM-07 H-03 INR-10 L-03 NSAE-00 NSC-10

PA-04 RSC-01 PRS-01 SPC-03 SS-20 SAM-01 IO-14 OMB-01

SAJ-01 ACDA-19 EB-11 DRC-01 /136 W

----- 007516

O R 221738Z FEB 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC IMMEDIATE 0625

INFO USMISSION BERLIN IMMEDIATE

USMISSION NATO BRUSSELS

AMEMBASSY LONDON

AMEMBASSY MOSCOW IMMEDIATE

AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 01 OF 02 BONN 02939

E.O. 11652: GDS

TAGS: GW, UR, WB, PGOV

SUBJECT: SOVIET DEMARCHE ON FEDERAL ENVIRONMENTAL
AGENCY

SUMMARY: AT FEB 22 BONN GROUP MEETING, FRG REP PASSED
TO ALLIES NOTE ON FEDERAL ENVIRONMENTAL AGENCY
SOVIET AMBASSADOR FALIN HAD LEFT PREVIOUS DAY WITH
FONOFF STATE SECRETARY FRANK. FALIN TOLD FRANK S
NOTE WASDEMARCHE THE SOVIETS WOULD
BE MAKING TO ALLIES. END SUMMARY.

1. FONOFF REP (LUECKING) SAID HE BELIEVED SOVIETS WOULD
APPROACH ALLIES IN CAPITALS TO MAKE THEIR DEMARCHE.
TEXT OF SOVIET NOTE AS FOLLOWS. BEGIN TEXT:

THE SOVIET SIDE HAS ALREADY BROUGHT TO THE ATTENTION OF
THE AMERICAN (BRITISH, FRENCH) SIDE THAT THE ESTABLISH-
MENT OF THE FEA IN WEST BERLIN WOULD BE A SERIOUS
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BONN 02939 01 OF 02 221752Z

VIOLATION OF THE QA AND THAT THE WESTERN SIDE MUST BEAR

RESPONSIBILITY FOR THE CONSEQUENCES OF SUCH A STEP.

UNFORTUNATELY OUR DEMARCHES, WHICH WERE MADE IN THE ATTEMPT TO AVOID COMPLICATIONS INVOLVING WEST BERLIN, HAVE NOT RECEIVED APPROPRIATE REACTIONS. RATHER, THE FRG ON JAN 22 OF THIS YEAR APPROVED THE DRAFT LAW COVERING ESTABLISHMENT OF THE ABOVE-MENTIONED FEDERAL OFFICE IN WEST BERLIN AND SENT IT TO THE BUNDESTAG. IN SO DOING THE FRG IMPOSED ON US THE NECESSITY TO EXAMINE FROM A PRACTICAL POINT OF VIEW THE QUESTION WHETHER COUNTERMEASURES FOR THE PROTECTION OF OUR LEGITIMATE INTERESTS SHOULD BE UNDERTAKEN.

SUCH STEPS WILL BE UNAVOIDABLE IF THE FRG REALLY SHOULD DECIDE TO REALIZE ITS INTENTION TO ESTABLISH THE FEA IN WEST BERLIN. THESE STEPS WOULD BE LAWFUL MEASURES IN THE FACE OF A SIGNIFICANT VIOLATION OF THE QA BY THE WESTERN SIDE. IN THIS CONNECTION WE MIGHT ALSO MENTION THAT THE STANDPOINT WHICH THE GDR HAS TAKEN IN THIS QUESTION IS FULLY SHARED BY THE SOVIET SIDE.

AT THE SAME TIME WE BELIEVE IT IS USEFUL TO STATE ONCE AGAIN THAT THE SOVIET SIDE STRIVES ONLY FOR ONE THING: THE STRICT APPLICATION OF THE QA IN ALL ITS PARTS. NOW AS BEFORE THE SOVIET SIDE SEEKS NO CONFRONTATION IN WEST BERLIN MATTERS AND IS READY TO DO ALL IN ITS POWER TO PREVENT UNWANTED DEVELOPMENTS, WITH ITS PARTNERS, WITHIN THE FRAMEWORK OF THE AGREEMENT.

IN ORDER TO AVOID UNNECESSARY COMPLICATIONS, WE ASSUME NOW AS BEFORE THAT AN EXCHANGE OF VIEWS ON THESE QUESTIONS IN A FACTUAL AND CONFIDENTIAL ATMOSPHERE SHOULD TAKE PLACE. END TEXT.

2. LUECKING THEN PASSED US FONOFF MEMCON DESCRIBING FRANK'S CONVERSATION WITH FALIN. UPON RECEIPT OF ABOVE NOTE, FRANK TOLD FALIN HE COULD ONLY NOTE THIS DECLARATION. THE THREE POWERS WOULD OF COURSE BE THE APPROPRIATE ONES TO RESPOND TO IT. HOWEVER, FRANK SAID THAT IN THE VIEW OF THE THREE POWERS AND CONFIDENTIAL

CONFIDENTIAL

PAGE 03 BONN 02939 01 OF 02 221752Z

OF THE FRG THE ESTABLISHMENT OF THE FEA IN BERLIN (WEST) REPRESENTED NO VIOLATION OF THE QA. WERE THE FRG NOT CONVINCED OF THIS, IT WOULD NOT HAVE CONTEMPLATED SETTING UP THE OFFICE IN BERLIN. FRANK HOPED THAT AN EXCHANGE OF VIEWS WITH THE THREE POWERS, TO WHICH THE SOVIET GOVERNMENT HAD REFERRED IN ITS NOTE, WOULD LEAD THE SOVIET GOVERNMENT TO SEE THAT THERE WAS NO SUCH VIOLATION INVOLVED. THAT WOULD BE THE BEST RESULT OF SUCH AN

EXCHANGE OF VIEWS. THE SOVIET SIDE KNEW THAT THE THREE POWERS HAD DECLARED TO THE FRG THAT IN THEIR VIEW THE ESTABLISHMENT OF THE FEA WOULD NOT BE IN CONTRADICTION TO THE QA. AT LEAST ON THIS SIDE THE FRG STOOD ON FIRM GROUND. IT WAS IMPORTANT, HOWEVER, THAT NO UNILATERAL MEASURES BE TAKEN AS LONG AS A FACTUAL AND

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 BONN 02939 02 OF 02 221754Z

47

ACTION EUR-25

INFO OCT-01 ISO-00 EURE-00 SSO-00 NSCE-00 INRE-00 USIE-00

CIAE-00 DODE-00 PM-07 H-03 INR-10 L-03 NSAE-00 NSC-10

PA-04 RSC-01 PRS-01 SPC-03 SS-20 SAM-01 IO-14 OMB-01

SAJ-01 ACDA-19 EB-11 DRC-01 /136 W

----- 007544

O R 221738Z FEB 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC IMMEDIATE 0626

INFO USMISSION BERLIN IMMEDIATE

USMISSION NATO BRUSSELS

AMEMBASSY LONDON

AMEMBASSY MOSCOW IMMEDIATE

AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 02 OF 02 BONN 02939

CONFIDENTIAL EXCHANGE OF VIEWS WAS BEING ENCOURAGED.

3. IN RESPONSE, FALIN SAID THE FRG VIEW WAS WELL KNOWN TO THE SOVIET SIDE. IT WAS, HOWEVER, NOT SHARED. THE QA COULD NOT BE INTERPRETED SOLELY BY THE THREE WESTERN POWERS, BUT ONLY BY ALL FOUR POWERS. FRANK REMINDED FALIN THAT THE DRAFT LAW WAS ALREADY IN THE HANDS OF PARLIAMENT AND THAT THE FEDERAL GOVERNMENT WAS NO LONGER MASTER OF THIS DRAFT LAW. THE FEDERAL GOVERNMENT HAD NOT ONLY NOT INTENDED A VIOLATION OF THE AGREEMENT BY THE ESTABLISHMENT OF THIS

OFFICE, BUT ALSO INTENDED NO POLITICAL DEMONSTRATION.

4. FALIN SAID THAT UNFORTUNATELY IN FACT THE CAT DID APPEAR TO BE OUT OF THE BAG AND IT WOULD INDEED HAVE BEEN BETTER IF THIS HAD NOT HAPPENED. BUT THAT WAS A QUESTION FOR THE GERMAN SIDE IN WHICH HE DID NOT WISH TO INVOLVE HIMSELF. THIS WOULD NOT HAVE THE CONSEQUENCE THAT THE SOVIET SIDE WOULD CHANGE ITS MIND. CERTAIN
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BONN 02939 02 OF 02 221754Z

PRINCIPLES WHICH WERE SET DOWN IN THE QA WERE A PART OF THE BASIC CONSTRUCTION OF THE QA. HE REFERRED TO THE FACT THAT THE THREE WESTERN SECTORS OF BERLIN ARE NOT A CONSTITUENT PART OF THE FRG AND MAY NOT BE GOVERNED BY IT. THE FEDERAL GOVERNMENT, FALIN CONTINUED, HAS NO DIRECT AUTHORITY IN WEST BERLIN AND MAY NOT ESTABLISH INSTITUTIONS OR GOVERNMENTAL ORGANS THERE. THE CITED PROVISION OF THE QA (HAVING TO DO WITH MAINTENANCE AND DEVELOPMENT OF TIES) THEREFORE IS NOT RELEVANT. THIS DOES NOT MEAN THAT THE SOVIET SIDE IS IN PRINCIPLE AGAINST THE "BINDUNGEN" MENTIONED IN THE QA, BUT ONLY UNDER PRECONDITIONS IT SPELLED OUT AT THE TIME OF THE NEGOTIATIONS. IF ONE OFFICE WERE PLACED IN BERLIN, DOZENS COULD FOLLOW. THEN NOTHING WOULD REMAIN OF THE PRINCIPLE CITED ABOVE.

5. FRANK REPLIED THAT DURING THE DISCUSSIONS NO UNILATERAL MEASURES SHOULD BE TAKEN. IT DEPENDED ENTIRELY ON WHAT WOULD BE UNDERTAKEN DURING THE DISCUSSIONS. FRANK CONTINUED THAT THE SOVIET REFERENCE TO STRICT OBSERVANCE OF THE AGREEMENT GAVE RISE TO THE HOPE THAT IT MIGHT BE POSSIBLE TO ACHIEVE A COMMON SOLUTION. THE PROBLEM LAY IN THE DIFFERENCE BETWEEN "VERBINDUNGEN" AND "BINDUNGEN". IF WE COULD AGREE THAT TIES WERE BINDUNGEN AND NOT VERBINDUNGEN, WE COULD AGREE IN GENERAL. HE ADDED THAT THE GERMAN SIDE WAS NOT INTERESTED IN DOZENS OF CONTROVERSIES. IT IS INTERESTED THAT BERLIN PLAY A ROLE IN DETENTE. TO THAT END THE WEIGHT OF SUCH CONTROVERSIES MUST BE LIFTED FROM THE CITY. BERLIN IS THE PLACE WHERE TENSIONS SHOULD IN THE FIRST INSTANCE BE SUPPRESSED. IT HAS THEREFORE FROM THE START BEEN OUR OBJECTIVE TO EXTRACT BERLIN FROM THE ATMOSPHERE OF THE COLD WAR AND TO MAKE IT THE MODEL OF DETENTE. FRANK ADDED THAT ONE COULD ALWAYS MAKE TESTS TO SEE IF DETENTE WAS REALLY WORKING BUT NOT IN BERLIN.

6. FALIN SAID THAT NOT ENOUGH ENERGY HAD BEEN INVESTED IN THIS QUESTION. HE AGREED, HOWEVER, THAT BERLIN WAS NO PLACE FOR FOOLING AROUND. FRANK CONCLUDED BY HOPING THAT AN EXCHANGE OF VIEWS BETWEEN THE FOUR POWERS

MIGHT LEAD TO A SATISFACTORY RESULT.

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 BONN 02939 02 OF 02 221754Z

HILLENBRAND

CONFIDENTIAL

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: BERLIN QUADRIpartite MATTERS, GOVERNMENT AGENCIES, FOREIGN POLICY POSITION
Control Number: n/a
Copy: SINGLE
Draft Date: 22 FEB 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: golinofr
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974BONN02939
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: n/a
From: BONN
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t19740216/aaaaaozo.tel
Line Count: 231
Locator: TEXT ON-LINE
Office: ACTION EUR
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: golinofr
Review Comment: n/a
Review Content Flags:
Review Date: 02 APR 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <02 APR 2002 by elyme>; APPROVED <03 JUN 2002 by golinofr>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: SOVIET DEMARCHE ON FEDERAL ENVIRONMENTAL AGENCY
TAGS: PGOV, GE, UR, WB
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005